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## **The Contribution of Management Schools of Thought to the Development of Public Administration's Principles**

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### **Abstract**

Before the development of public administration as a discipline of its own, it was a sub-field or sub-set within political science. Management principles played a very vital role to the development of public administration as fields of study as well as a field of practice. Woodrow, and Taylor had contributed immensely to the development of management principles. Particularly, Taylor with his scientific principle has paved the way for the subsequent scholars in propounding management/administrative principles, ranging from human relation school, to management science, and finally new management technique. These schools of thoughts have played a significant role in the development of public administration paradigm. This paper seeks to explore the contribution of management school of thought to the development of public administration as a field of studies and practice. The paper concludes that management school of thought have contributed immensely to the development of public administration as a field of study and practice.

### **1. INTRODUCTION**

The period of industrial revolution which has witnessed a series of inventions among which was the transformation of cottage industry to mechanical industry. As a result of these inventions, large complex organization emerged when there were no modern management theories on ground to guide the managers on how to manage human and materials resources of these organization in order to achieve the desired objectives. Administrative and management theory can be said to have originated from the writing of Auguste Comte (1869), and Woodrow Wilson of America (1850 – 1900), and Goodnow (1914). These groups of scholars tend to emphasize on the application of theory to practical situation and they thought of how to solve human or administrative problem through the application of management principles.

The essence of management principles is to serve as a guide in molding workers behavior toward achieving the organizational objectives or goal. Public administration has dual usage, views as a field of practice and as a field of study (Waldo, 2006). Public administration as a field of practice involve the activity or process of administering public affairs and carrying out governmental functions such as enacting a law, making decision on the best policy concerning an issue, maintaining peace and order, processing of claims, building roads, bridges, issuance of license, setting standard and procedure for conducting activities in an organization.

Public administration as an art involves the actual practice of the profession that involves creativities, and leadership. This view is the same as the practice of public administration, i.e. art of public administration which represents the practice. When viewed as a field of study or discipline, it is concerned with discovering and advancing theoretical and practical knowledge in the field, using scientific methods such as empirical studies, case

method analysis, surveys, and quantitative analysis. As a science, public administration is seen as a field of study or as a discipline that is concern with a body of knowledge or theories that can explain or predict phenomenon or variables in the field of public administration. Public administration theories and concepts are built based on empirical research using systematic methods. These theories can be used not only to explain a phenomenon, but also to improve the art of public administration which means improving government activities (Sharma, 2011).

The objective of this paper is to examine the contribution of management principles schools of thought to the development of public administration as a discipline of study and practice. Source of data for study is mainly secondary, similarly the paper is confined to few management schools of thought as the substance scope. The problem of this paper is that not much has been written on the contribution of management schools of thought on the development of public administration as a field of study and practice, it is hope that this paper will fill this gab.

## **2. LITERATURE REVIEW**

The father of public administration conceived public administration as a detailed and systematic application of law, every particular application of law is an act of administration (Woodrow Wilson 1887). White (1991) sees public administration consists of all those operations having for their purpose the fulfillments or enforcements of public policy. Public administration is the action part of government, the means by which the purposes and goals of government are realized (Waldo 2006). Public administration is that part of the science of administration which has to do with government, and thus concern itself primarily with the executive branch where the work of government is done, though there are obviously administrative problems also in connection with the legislative and judicial branch (Nigro,2013).

Public administration is meant in common usage as the activities of the executive branches of national, state and local government (Simon,1970). Public administration can be defined as the organization and management of men and materials to achieve the purposes of government as applied to affairs of state (Waldo 2006). The traditional scholars identify public administration within the executive side of government as oppose to the legislative and judicial sides. While, the modern scholars such as Nigro (2013), is of the opinion that all the three branches are part of the study and practices of public administration. According to Simon (1970), administration refers to the activities of groups cooperating to accomplish goals.

MacRae and Pitt (1980), sees administration as the co-ordination of men and materials within organization for the accomplishment of identified purposes. Administration also connotes such activities as implementation of organizational decisions and goals as well as the systematic study of these activities. It is generally observed that, administration is present in all human organization irrespective of its nature, it is the means, arrangements, actions and processes by which the policies, programmes, purposes and goals of government are realized, as well as the most visible side of government (Wilson, 1887, Maduabum, 2008).

While Ezeani (2006), posits that public administration is the management of government activities as it refers both to the activities of bureaucrats concerned with the management or administration of government organizations and the study of these activities. It is the,

machinery for implementing government policies to ensure stability and continuity at all times irrespective of any government in power even during period of crises. Adebayo (1992), sees public administration as a governmental administration that operates in the particular sphere of government as it's the machinery for implementing governmental policies.

Akpan (1982) contends that, public administration is the organ that carries out the programmes and manifestos of politicians in power. According to Balogun (1989), public administration is the fusion of human and material resources in order to achieve the objectives of public policy. Olodejeet. al (2007), opines that, public administration is the study of the development and maintenance of policy by members of governments which involve public agencies and public sector employees, as well as the practice of implementing authoritative decisions as formulate by the political leaders. Candler (2010) describes public administration as the machinery of government as well as the integral process through which the government performs its functions.

Arguably, even with the shrinking role of the state due to privatization of public enterprises, the role of public administration as a machinery of government in terms of policy formulation and execution will remain relevance as no government will ever surrender every bits of its functions to the private sector to manage. Similarly, government regulatory function cannot be left to the private sector, as this will undermine the essence of government regulation. For this reason, public administration remains relevant even in a liberal democracy, where government the function of government is reduced to regulatory functions.

### **3. HIGHLIGHT OF THE DEVELOPMENT OF PUBLIC ADMINISTRATION PRINCIPLES**

#### **3.1 Scientific Management Principles 1856- 1917**

Taylor as the father of scientific management first published "A Piece Rate System" which was presented to the American Engineers in 1885 which was found to be narrow in focus, soon in 1903 Taylor published a pamphlet titled "shop management". It was an improvement on the previous and subsequently, Taylor propounded the scientific management principles as these;

- i. Development of science for each work done by man which replaces the old rule of thumb method.
- ii. That, these should be a scientific way of training, selecting and developing work done by man.
- iii. That, there should be team work each worker should heartily cooperate with other worker so as to ensure that all of the work being done is in accordance with the principles of science which have been developed.
- iv. That, should be an almost equal division of work and responsibility between the management and the workers.
- v. Worker should be adequately remunerated or compensated so as to increase their productivity.

The scientific management theory was further expatiated by the mechanism of management theory. The scientific management principle as propounded by Taylor was among the earlier elaborate administrative principles which was used in managing

workers in production industries have immensely contributed to the development and growth of public administration as a field of study and practice. The components of the principles such as adequate compensation for the workers, division of work, and scientific selection of employee are still relevant in today's management principles.

### **3.2 Classical School: Fayol's General Theory of Management (1841 – 1925)**

Fayol's major contribution to the development of management was his work "Administration Industrielle et Générale" (published in France in 1949) (i.e. General Industrial Management). Fayol was regarded as second to Taylor among the scientific management scholars and practitioners. The 14 management of Fayol was given the tag of general management principles, and Taylor believed that his concept of management is universally applicable to every type of organization. Fayol classified organization into six departments

- i. Technical department deals with production of good
- ii. Commercial department deals with buying selling and exchange activities
- iii. Financial department deals with raising and utilizing capital
- iv. Security department deals with protection of properties and people safety
- v. Accounting department deals with book keeping (recording) of profits, costs, liabilities, and preparing reports such as balance sheets.
- vi. Managerial department deals with coordinating, control, organization, planning and commanding people.

Apart from the departmentation, Fayol propounded the 14 principles of management which is regarded in management circles as the universal principles which is as applicable to all organizations traditional or modern, small or complex organization. The 14 management principles are: division of labor, authority and responsibility, discipline unit of command, unity of direction, subordination of individual interest to general interest, remuneration of personnel, centralization, scalar-chain, order equity, stability of tenure, initiative and Esprit de corps. Fayol management principles has greatly contributed to the development of administrative principle which up to date are being used by all most organization around the globe and which by implication has aided to the development of public administration as subject of study and field of practice.

### **3.3 The Bureaucratic Model: Max Weber 1864 – 1920.**

Weber's bureaucracy is a formal structure design for certain administrative purposes his contribution to the development of management principles was more on authority and bureaucracy. Weber outlines three types of authorities; charismatic, traditional, legal rational authority, similarly Weber conceived bureaucracy as having the following characteristic:

#### **i. Division of labor**

The organizational objectives may be many and complex as such they have to be broken into specifics and well defined manner in order to facilitate specialization, different people will have to be assigned various and well defined jobs, and since every worker is assigned a specific job, he is likely to increase efficiency and subsequently his output and this by extension will increase the general performance of the organization.

ii. **Hierarchical organization**

Max Weber asserts that, the principles of division of labor is meaningless unless it is couple with the principles of hierarchical organization. The principles of hierarchy and level of graded authority implies a firmly ordered system of superior–subordinate relationship in which there is a supervision of the lower officer by the higher ones.

iii. **Rules and procedure**

The organization operations are governed by rules and regulation and these rules and regulation help to avoid the necessity of issue instruction for every task everything is stipulated in the rules and procedures of the organization, there are set of rules and procedures governing the entire operation e.g. G.O general order, financial instruction etc.

iv. **Position of the bureaucrat**

This implies that to fill the position of the bureaucrat one must meet certain requirement. The requirement might be written or oral examination, for example, entry into administrative cadre is through competitive examination that is to say that entry into this cadre is based on merit.

v. **Technical Qualification**

vi. **Official property not to be handle as personal property**

vii. **Activities of official are recorded documented and stored in the files.**

**3.4 Management Science (1950)**

The management science has contributed immensely to the development of public administration paradigm. Management science theorist propounded a number of management principles such as the linear programming, marker chain, simulation model programme, evaluation and review techniques. Therese are the contribution of the management science school toward the paradigmatic evolution of public administration.

**3.5 Humanistic Management School (1920-1948)**

The humanistic schools of thought came into being as a reaction to the scientific management school of thought, whereas the focus of the scientific thought was on how to increase productivity and profits maximization at all cost, and without regard to employee condition, the human relation reacted in protest that, that is in human, the worker must be considered. They propounded theories that were employee centered, and the theories places great emphasis upon employee motivation and informal group functions.

Elton Mayo Hawthorne experiment was a landmark in the humanistic school of thought, the outcomes of Hawthorne experiment provided alternatives to scientific principles. The outcome of the experiment was;

- i. That, it is not true that everyone pursues his own individual interest, individual interest can give way to that of a group.
- ii. The idea that man was an adjunct to a machine and to give ground to the proven importance of workers feelings and attitudes was debunked.
- iii. The drive for efficiency is to be back up by an understanding of the human factors of work and his social position in a group.
- iv. The restructuring of the social network is more important than the rest periods.
- v. When people know they are being observed they will act differently than when they are aware they are not being observed.
- vi. Employee should be seen as an integral part of the organization which should be given adequate attention on job processes and decision making.
- vii. The sense of belonging in informal groups makes employee highly productive. The informal group will give an employee an opportunity to discuss his personal matter that might hinder him from performing effectively.
- viii. Management attention was drawn on the importance of first line supervision in the creation and preservation of the moral of the worker.

### **3.6 Behavioral Management School-1948**

The human relation theories defers in the sense that, the school pays more attention to physical and emotional needs of the employee in the organization. The behavioral school propounded some management principles that centers on motivation which invariably has contributed to the evolution of public administration. Among the prominent theorist was Abraham Maslow with his hierarchy of needs as these;

- i. **Physiological needs:** These needs are referred to as basic need which include; food, shelter clothing which only becomes motivators of behavior when man is deprived of them.
- ii. **Safety need:** When the physiological need is satisfied, the next need that will emerge and that will be a motivator, is the safety need which is described as security need, the need to protect one belonging, job, and life.
- iii. **Social need:** These are need for belongingness, acceptance, associations and love. The social need is important after the first two needs.
- iv. **Self-esteem:** These need to be recognized, to have occupy prestigious position, to be an achiever.
- v. **Self -actualization:** These are needs for realizing one's own potentials such as self-development, they are need to have world recognition and influence, it is the need to become world leader.

### **3.7 Modern Management Principles -1970s- 1980s**

The system approach as school of thought was relatively a recent phenomenon when compare with the earlier school of thought such as the scientific and human relation

school of thought. Cook and Hunsaker (2001) holds that, the whole is greater than the parts and the parts or sub-system are related to one another and to the whole. An organization is a social system made up of people and variety of resources and subsystems integrated for the purpose of transforming input into output. A system is a set of interrelated elements and interacting subsystem that together form an integrated whole (Ngu,1994). The school of thought have immensely contributed to the development of management principles and by extension to the development of public administration as a science and art.

#### **4. CONCLUSION**

Public administration has started as a distinct field of studied with the writings of W W. Wilson (1887). The paradigmatic development of public administration as both field of study and practice can be traced to early administrative/management scholar such as Frederick Taylor with his scientific management principles. Taylor was said to be the first to lay the foundation for the exposition of management principles. The human relation led by Elton Mayo came, as a re-action to scientific management principles which saw the scientific management as dehumanizing the worker in an organization.

Behavioral scholars came as a supplementary to the human relation, while the subsequent school of thought such as the management science, the modern management school all came as a new approach to management using statistical tools to analysis organizational problems. The management school of thought have contributed immensely to the paradigmatic development of public administration. However, there is the urgent need for scholars to come up with a universal administrative paradigm that will function effectively and efficiently to meet up with the 21<sup>st</sup> century challenges posed by globalization.

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